

S E C R E T

6 March 1962

MEMORANDUM FOR: Members ICG Working Group

SUBJECT: "Terminology" and "Accountability"

1. My apologies for cancelling this afternoon's meeting. However, it will at least afford you an opportunity to read the two attached papers.

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2. I feel that [] has done as good a job as is possible on the question of terminology. It will raise a few points of disagreement but at the moment I am at a loss to know how soluble these are. The thought will probably occur to you, as it did to me, that we probably should not get our ideas too firmly set in concrete because we shall eventually have to reach agreement on this subject with DIA.

3. My stab at solving the question of accountability is again imperfect; basically perhaps because it will require a new philosophy in order for the mechanical steps outlined to be effective.

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**Chairman
ICG Working Group**

Attachments:

1. Accountability
2. Terminology

Distribution:

- 2 - each ICG Working Group Member, w/a (1)
- 4 - Staff/SL, w/a (1)

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OSI: Staff: [] :rh/6516 (6 Mar 62)

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DRAFT - /rh
5 March 1962

Accountability

1. In my estimation the question of accountability involves two problems "bookkeeping" and "conscience."

2. If a requirement must be accounted for the originator and OCR, at a minimum, will keep books on it as will any requirements office in any collection agency which accepts the requirement. Somewhere beyond this point the conscience factor enters the picture. I believe the following situations can exist between collectors and their conscience:

a. "They say this is for information, not for action, but it is an accountable item. Let's get some answers, refer to the Requirement # and get a gold star." (Obviously this collector will keep books on such items.)

b. "Some character send me an accountable item but it isn't for action. That's headquarters for you! Shall we put it in the classified trash or that bottom drawer?"

c. "Guess we got this for action because it's a priority subject. We have no potential but we had better note it and keep it in an active file. You never can tell!"

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d. "It has been sent for action, it is high priority, obviously they have meager information. However, the writer of the requirement specifies that there are several potential sources for collection. I wonder whether this requirement is new to all of them? If it is I wonder whether all of us who have it for action will be informed of successes by others, changes of emphasis, etc.?"

3. Undoubtedly there are plenty of other examples but the main objective is to point out that items which look accountable may require work and have an impact way beyond that intended. I believe that ICGWG discussions to date, coupled with my checkered career from collector-to-producer-to-collector-to-producer, embolden me to suggest a course of action. This course may oversimplify an obviously complex problem but I hope it is a framework. (In reading the following, appreciate that my terms are without benefit of terminology paper.)

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4. First of all I would identify or isolate the guidance to which I address myself as papers resulting from identification of gaps in the intelligence needed to satisfy Priority National Intelligence Objectives. Therefore, by definition, requirements exist. At this point the question arises as to whether it is possible to identify specific collectors capable of satisfying definitive requirements. The answer is that some may be

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identified but all cannot be identified. This indefinite answer is given in part because of a desire to leave no stones unturned and partially because of the fact that by the very jig-saw puzzle nature of intelligence, it is not possible to tell where a source with a tangential but significant potential may turn up. It is for the latter reason that analysts are at pains (or should be) to supply detailed background, both intelligence and technical, relating each guidance paper to a PNIO, as well as suggesting potential, general and individual sources.

5. Assuming that the producing office has done its job well, the community has a piece of paper which describes the need for information on a certain subject, suggests certain potential sources and gives a quite general idea of the types of questions to be asked. This is all intended for guidance. The ultimate desired by the producer is that collectors, using this paper as guidance, locate sources and then return to the producing office for specific questions. In other words, the producer wants everyone to recognize and understand his need for intelligence on a certain subject and then, when the collector has identified and located a source, that collector should identify the guidance paper as a reference and ask for requirements.

6. If properly understood and used, the guidance type of paper could and should go to the Headquarters offices of all

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collectors for information and consideration for action on a non-accountable basis. If any of these offices feel they have no potential they are at liberty to destroy the paper; no accountability is involved. Another office, such as the Contact Division, may decide it has a latent potential to cover most subjects and may send most of these guidance papers to the majority of its field offices. At this point the field office can tear the paper up if it wishes. The Chief already knows the PNIO's and if he can collect against them without guidance, this is up to him.

7. Obviously the foregoing makes a black and white case. It puts the onus on the producer to revise and keep his guidance up to date, on a variety of middlemen to accept or reject. It tells the collector always to look to the producer for requirements when he has a good source; if he has a guidance paper he may reference it to help the producer see which way the collector's mind is running and what he expects to get out of the source. It may also help the producer to judge whether his guidance paper was good or bad. Somewhere this neat, black and white concept breaks down. It breaks down when a collector has one shot at a source and uses the guidance paper to help him. It gets very strained when the producer tells the collector his source sounds pretty feeble or he cannot evaluate him because of a poor source description, so to use questions 1-25 in the

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guidance paper as a specific requirement is not warranted. It might be considered to break down when guidance paper questions are used to test a source or keep a Liaison Service occupied. I do not believe any of this need be if a formula can be established along the lines given below:

- a. Guidance papers are not accountable;
- b. Reports will not show the guidance paper number on the mast head under references;
- c. Whenever a collector requests requirements, whether or not he refers to a guidance paper, he will be given an accountable, requirements number;
- d. If a producer tells a collector specific requirements are not warranted but to try questions 1-25 of guidance paper _____, this will be sent to the collector as an accountable requirement with the same validity as C;
- e. If for one shot or other reasons a collector elects to use the questions in a guidance paper, instead of asking for a specific requirement, he will include a statement (probably under source description) to the effect that guidance paper _____ was used.

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8. 7 E above is the crux of the whole system. In the first place it enables the producer to get an idea who is using his guidance papers and again, how good they are. It permits the producer a chance to suggest follow-up, specific questions or remonstrate with the collector for not asking for specific questions in the first place. If credit for responsiveness is a worry of collectors it is not a very real one for, whenever a spontaneous but worthwhile report comes in it will receive an evaluation and hopefully, follow-up questions covered by an accountable requirement #. Credit enough!

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27 February 1962

SUBJECT: A Definition for Collection Guidance Terminology

A collection guidance program has as its common denominator the information need, developed from production or research tasks. Many of these needs will be filled from local repositories and many will be answered by the routine flow of information from various collection means. A significant body of information needs will not be routinely available, however, and guidance to collection agencies is advisable.

Collection guidance takes several distinct forms: guides, manuals or handbooks, requirement directives, operational support, briefings, and evaluations. These forms have in common a relationship to the information need. They should have a distinct individual purpose related in a specified way to the information need, and should have a specified relationship with the other forms of collection guidance. The definitions following indicate the function of each form, its relationship to the information need and to the other forms of the collection guidance program.

The term 'requirement' is an understood, and often expressed part of the information need and of each guidance form. This presentation limits its expression to the form 'requirement directive', and suggests that a concerted effort be made to limit its use and expression to this form of guidance.

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Guide: A document prepared to provide collection agencies with a statement of interest on basic and continuing intelligence information needs of a consuming organization. A guide may review the research task and total information need, but normally will be limited to those information elements on which collection is needed. A guide is used by the collection agency at headquarters and in the field for general collection planning and for exploiting developing sources of information. A guide may be structured in a number of ways, which affects their use by the collection agency (the examples given in footnotes are related to the general function of the series; often the examples are not pure in their relation to the defined form) :

- statement of comprehensive needs*
- statement of priority needs**
- statement of current needs***
- statement of area needs****
- statement of guidance for a specific collector or type source*****

* e.g., Defense Intelligence Requirements Manual/DIRM, Department of Army Long Range Intelligence Requirement/DALRIR, Navy Intelligence Requirement Memorandum/NIRM, and Navy Intelligence Requirement Periodic Summary/NIRPS

** e.g., OSI General Requirement, ORR Gaps in Information and certain Intelligence Collection Guides, DIA Priority Intelligence Collection Requirement/PICR, Priority Air Intelligence Requirements/PAIR

*** e.g., OCI Periodic Reporting List/PRL, Current Air Intelligence Requirements/CAIR

**** e.g., ORR Country Handbooks and Priority Area Needs, OCI Periodic Reporting List/PRL, Current Air Intelligence Requirements/CAIR

***** e.g., IPC List, COMINT Requirements List, CERP Country Books,

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Manual: Studies prepared to provide general and/or specific substantive education for research and collection components on subjects or areas related to the information used or research task. The Manual is directed principally to presenting necessary background information, but can when appropriate include general statements of information needs. Manuals include such studies as: Office and Program mission and function statements, Air Force Guidance Manuals, Army Intelligence Collection Guides (30-100 series and ACSI ICGs), Factory Markings Manuals, Recognition manuals, OCI Country Handbooks.

Requirement Directive: A directive from a consuming organization to a collection organization(s) to undertake a positive action to procure information or material. A requirement directive should be tailored to various collection means, and should be issued only to emphasize important information needs. A requirement directive may be issued to initiate a specific collection action or in response to a particular collection opportunity (specific or ad hoc), or to control a continuing collection program (e.g., Sovmat Requirements Guide, Travel Folder Program General Requirements and Briefs)

Operational Support: Studies prepared as an adjunct to a requirement directive or to specified portions of a guide to provide tailored support for collection planning, and action against specific targets (e.g., certain ORR Intelligence Collection Guides, OSI, SICA, SIRA, and SITAR, Air Force Collection Operations Facility Folder/COFF, Collection Operations Facility Chart/COFC, Collection Operations Folder for Attaches/COFA, numerous other individual operational support research reports and memoranda.

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Briefings: Adjuncts to guides, manuals, and requirements directives designed to provide face to face consumer support to collection agency operational and headquarters personnel.

Evaluations: Adjunct to guides and requirement directives to assess the relationship of reporting to information needs, to evaluate the content and source of the report(s), and to present timely guidance for additional exploitation of the source.

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